

**STATE OF MISSOURI**

**REPORT OF**

**JOINT COMMITTEE  
ON CORRECTIONAL INSTITUTIONS  
AND PROBLEMS**

**SIXTH BIENNIAL REPORT**

BIENNIAL COMMITTEE REPORT

The Joint Committee on Correctional Institutions and Problems

Seventy-fifth General Assembly

through

Seventy-sixth General Assembly

of the

State of Missouri

## The Committee

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Sen. Lawrence J. Lee  
Sen. Edward Linehan  
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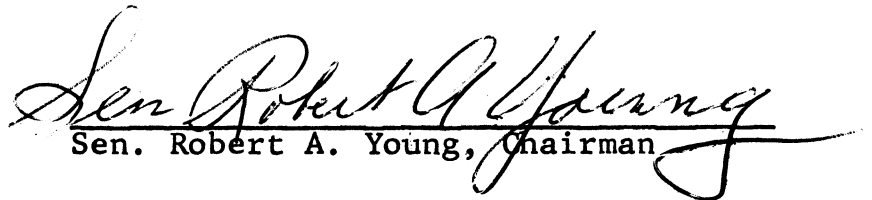
Committee on Legislative Research

William R. Nelson, Director

Ralph C. Kidd, Committee Secretary

TO The Seventy-sixth General Assembly of the State of Missouri:

Your Joint Committee on Correctional Institutions and Problems, appointed pursuant to Sections 21.440 - 21.465, RSMo, begs leave to submit the following report:

  
Sen. Robert A. Young, Chairman

## I. INTRODUCTION

The Joint Committee on Correctional Institutions and Problems is a permanent committee of the general assembly. It was established by an act of the Sixty-ninth General Assembly in 1957 and the provisions of this act are now incorporated in the statutes as Sections 21.440, 21.445, 21.450, 21.455, 21.460 and 21.465, RSMo. The committee is composed of equal representation from the Senate and the House of Representatives, six members from each, and is likewise bipartisan in its composition.

Being a permanent committee and because the problems involved are of a continuing nature, the scope of the committee's duties and activities is broad. In substance, it is authorized:

- (1) to make a continuing study of penal and correctional problems;
- (2) to plan long-range programs for the department of corrections and its institutions;
- (3) to inspect at least twice each year the institutions within the department and the Board of Training Schools;

- (4) to make a continuing study as to personnel, discipline, industries and the classification, care, education and treatment of inmates within the institutions;
- (5) to study matters relating to probation and parole;
- (6) to study matters relating to the location and establishment of new institutions or facilities;
- (7) to determine the need for changes in the criminal laws of the state;
- (8) to determine the need for other changes in the statutory law or in administrative procedures and to make recommendations thereon.

## II. FACILITIES

The adult correction system in Missouri consists of seven facilities: the Close Security Penitentiary in Jefferson City, the Training Center for Men at Moberly, the Intermediate Reformatory for Young Men at Algoa, the Women's Facility at Tipton, the Church and Renz farms in the Jefferson City area, and the honor camp at Fordland.

The facilities of the State Board of Training Schools consist of: The Training School for Boys at Boonville, the Training School for Girls at Chillicothe, the Honor Camp for Boys at Poplar Bluff, and two park camps located at the state parks at Cuivre River and Watkins Mill.

### III. STATE TRAINING SCHOOLS FOR BOYS

All facilities were inspected by various members of the committee during the preceding biennium. Because of the recent publicity, especial attention was devoted to the facilities located at the State Training School for Boys at Boonville. During investigations conducted at Boonville during August and September of 1971, several discrepancies were discovered. Although attempts have been made by the State Board of Training Schools to correct many of these discrepancies since that time, your committee feels that its responsibility to the General Assembly requires that these discrepancies be set forth in some detail and that suggestions for possible corrective measures be presented in each situation.

1. The kitchen and dining areas were found to be unclean and unsanitary. A shortage of supervisory and staff personnel was noted. It is recommended that the kitchen and dining area be immediately cleaned and measures taken to eliminate the unsanitary conditions which were pointed out. Also recommended is that an additional kitchen employee be hired immediately and that a request be made for a dietician in school's upcoming budget.

2. Maintenance work was left undone due to only one man for that job. Additional employees were allowed, but positions were unfilled. The committee suggests that greater effort be made to fill these positions.

3. It was found that the members of the staff were not fully aware of their right to protect themselves in case of assault by a student or were fearful of job reprisals. It was recommended that the members of the staff be made aware of their rights both orally and written.

4. It was determined that some of the problem of theft among students is caused by the fact that some students have no means of support by any means other than theft of cigarettes, candy and money.



It is the recommendation of this committee that a system monetary allowances or compensation be established whereby all students would be assured a means of purchasing these items.

5. A conflict of philosophy was found to exist between long tenured employees advocating a forceful stand on discipline and the newer employees who do not advocate force in any form. Clear cut lines of authority are relatively nonexistent. We recommend establishment of a definite chain of command with staff meetings held to establish a better working relationship among all members of the staff.

6. The committee found that all students were not properly supervised at all times. It is recommended that some member of the staff observe each student at all times. If sufficient members of the staff are not available, then an attempt should be made to remedy this problem through budgetary processes.

7. It was noted that some supervisors are unwilling or reluctant to accept the responsibilities delegated to their positions. The committee suggests that each supervisor again be made aware of his duties and obligations and failing to accept them, be terminated.

8. It was noted that considerable unrest of students in school classrooms was present. No scheduled teachers meetings were noted on a school schedule. It is suggested that teachers meet regularly throughout the term and that teachers be evaluated as to effectiveness in teaching each student on an individual basis.

9. The committee felt that sufficient use of athletic facilities was not being made. It is recommended that all leisure time of the students should be occupied in some form of recreation.

10. It was found that students assigned to work in the kitchen were spending an unusual number of hours a day in the kitchen area seven days a week. The committee recommends that this situation be rectified immediately and a means of rotating shifts be established.

11. The committee found the presence of "jump squads". These squads composed of a group of aggressive boys prey on the weaker boys. It is the recommendation of this committee that these squads, when identified, be broken up by separating the members into different areas and not allowing the group to associate as a squad.

12. It was noted that many deficiencies of operations are due to lack of adequate personnel. We suggest that the administration seek funds for additional personnel through the Public Employment Program which provides funds for unemployed persons.

13. The committee noted a lack of participation and cooperation in vocational education programs. We recommend that a more meaningful program be established and that assignments be made on a voluntary basis following a discussion between the student and vocational education director. We also suggest that the Training School pursue discussions with the Public Schools of Boonville for greater cooperation in developing vocational programs.

14. It is apparent that work assignments are not made on a basis which allows for greatest acceptance and productivity. We suggest that new work assignments be initiated to allow students to indicate preferences in selecting assignments. Perhaps students could "bid" on jobs that need to be done.

15. The lack of money for each student to purchase items was noted previously. We suggest that a greater in-depth study be made

besides an "allowance". Perhaps of greater benefit would be to issue script to each student for commissary items and not allow the use of cash among the students at all. Each student could be credited for good behavior, good grades and acceptable work performance. Then they could use this credit to purchase items they desire.

16. Since there is presently no fund established for work accomplished, we suggest a canteen fund for this purpose. Suitable work projects which result in marketable products could be started. Money from the sale of these items would be deposited in the fund and could perhaps be used as a severance allowance as each student graduates and departs from the institution. The amount of such allowance would be determined by the State Board of Training Schools.

17. The committee noted the absence of meaningful work projects. Projects should be established for short term completion, such as wooden lawn furniture. The construction of a miniature golf course is a possibility. Other useful structures could be made which would serve a dual purpose - that of occupying idle time of the

students while serving as a vocational training project which could be viewed as a finished product.

18. The committee found that an overcrowded condition still exists in some areas. We feel that there may be a need for a satellite operation for hyper-aggressive boys possibly at the Bothwell Estates in Sedalia and an extension of facilities at the Job Corps Center in Puxico which is to be abandoned in the near future.

19. Our committee was exposed to the idea of a subsidy program to relieve overpopulation at Boonville. We suggest that a subcommittee do an in-depth study of this program as it is being operated in other states.

20. The committee noted that the security facilities on the fourth floor of the Administration Building, which were constructed at a cost of \$80,000 have been virtually unused since completion. We urge the use of this unit for the purpose as designed or for any useful purpose as is deemed necessary.

21. It was apparent to the committee that a lack of understanding exists among the members of the staff of the concept that

various degrees of discipline are necessary to rehabilitate different individuals.

22. The committee noted the failure of the members of the staff to utilize the School's dining facility. The fact that no significant number of staff personnel does use these facilities lends credibility to the unsanitary conditions and unpalatable food service. We suggest that the members of the staff make more frequent use of dining facilities to assure that these facilities and food are acceptable to both personnel and students.

23. We noted that there is a lack of communication among the members of the staff relative to the disposition of disciplinary reports. It is suggested that the disposition of each report be communicated to the originator of such report.

24. It was apparent to this committee that the lack of coordination and the expounding of fragmented theories by various juvenile authorities has led to confusion in dealing with juvenile problems. We suggest that the Executive Department establish a body to coordinate all efforts in handling juveniles and juvenile problems.

25. The committee noted the lack of legal pursuit of charges against students for destruction of property and assaults. The lack of meaningful punishment for these offenses tends to accelerate the violations. We recommend that an aggressive program of local law enforcement and justice procedures be utilized.

26. We observed no program for hyper-aggressive boys who motivate much of the behavior problem of the whole institution. It is our suggestion that areas be designated at the Boonville site for housing these types of individuals with intensified training programs established.

27. The committee observed the apparent lack of adequate psychiatric evaluations for each student. It is our recommendation that more frequent psychiatric evaluations be given all students to ensure the removal of persons with psychiatric problems to locations more suitable for such patients.

28. The committee observed no apparent voluntary assistance in time or materials for any of the students from any outside source. We feel that the lack of volunteer efforts may derive

from a rule in the manual that states no solicitation is to be made for assistance for the institution. Our recommendation is that this rule be changed and a committee of the staff be established for the purpose of soliciting assistance from volunteers and materials from various groups, and programs to this effect be organized.

A visitation was also made to the Youth Center at Poplar Bluff. The committee found conditions at the Center very conducive to effectual rehabilitation of the boys assigned there. The members of the staff work harmoniously together for the good of the boys. The students and members of the staff enjoy an excellent relationship with little or no problems arising. Vocational training courses are pertinent and are attended with enthusiasm by the students. In a word, conditions in all aspects at Poplar Bluff are "excellent".

We did, however, observe that facilities are available to expand the present programs and house a greater number of students at the Center. We recommend that additional placements be made at the Poplar Bluff Youth Center which would bring the complex up



to a total student population of 125.

A problem has arisen in the training school complex as a result of a decision by the Missouri Supreme Court in early 1971 which ordered the discontinuance of the transfer of incorrigible training school inmates to adult correctional institutions. The immediate result of this decision is that a large body of so-called "hard-core" delinquent boys are housed at the Boonville Campus and pose serious problems in discipline and control as well as creating morale problems for the members of the staff and the more tractable boys at the institution. Without the safety valve effect of a separate place for unmanageable boys, an explosive situation exists which could have serious repercussions for the future. No effective manner of disciplining these boys presently exists within the structure of the Board of Training Schools. This Supreme Court decision clearly points out one of the most basic problems existing at the Boonville institution. Children from outstate communities, committed to Boonville for truancy or because of some family or emotional problem, are mixed with boys from the urban areas of the

state who have committed some kind of assaultive crime and who are street wise and sophisticated. The two just don't mix together.

The need is for a place where boys who need more detention treatment can be given more concentrated service and for a place where boys who are truants or have a family or emotional problem can obtain training, guidance, and treatment. Legislation to provide for the transfer of unmanageable boys from the State Board of Training Schools to an adult corrections institution after a court hearing would be a stop-gap measure to take some of the pressure off the Boonville Campus until a more long range solution can be developed.

The real need of the State Board of Training Schools is for a variety of facilities that they can utilize after full evaluation and classification of the boys sent to them. This variety of facilities ranges from a very high security institution with adequate provisions for discipline to half-way houses, group homes, foster homes, and other rehabilitation treatment facilities so that the youths can make an orderly return back into the community. Because of the pressure which will be put on a youth returned to the same

environmental situation from which he came, the rehabilitative treatment facilities should be designed so as to gradually move the youth back into the community, yet still maintain some supervision over him.

Because of the budgetary limitations of the state at this time, your committee does not recommend the allocation of state funds for the construction of a maximum security center for delinquent youths at this time. This problem should, however, be given priority study and a solution developed in the near future. An attempt has been made in House Bill No. 1009 to utilize federal funds from the Omnibus Crime Control and Safe Streets Act of 1968 for the construction of regional intensive care facilities for juveniles.

#### IV. MISSOURI DEPARTMENT OF CORRECTIONS, PROGRESS AND PROGRAM

A major addition to the administrative staff of the Department of Corrections was made in 1969 when a full time general counsel for legal matters was authorized by the legislature. In addition to his duties relating to the defense of staff members of the department in suits brought against them by inmates alleging

violations of their civil rights, the general counsel, Mr. Howard McFadden, has worked closely with the committee in deriving a forward working legislative program designed to eliminate many long obsolescent statutes, to provide enabling acts for rehabilitation proposed for inmates in the department, and to provide legal protection for the staff in the performance of their duties. As a result of this program, several important pieces of legislation have been enacted into law, while others are still pending before the general assembly.

Of the laws enacted, one fulfilled a great need within the administration of the Department of Corrections. The state of Missouri was faced with the loss of many highly qualified individuals in the corrections field because of the serious possibility that as a result of inmate suits they would be required to pay out of their own finances any judgment handed down against them for acts committed in the performance of their duties. In 1967, House Bill No. 566 was enacted and permitted the Department of Corrections to purchase liability insurance for the purpose of insuring their

officers, employees, and agents against liability for damages resulting from acts or omissions occurring in the course of and arising out of the performance of the duties imposed upon them by law. In 1969, this was changed by Senate Bill No. 348, which created the tort defense fund. This law provides that as a part of the compensation to be paid the officers, employees and agents of the Department of Corrections the comptroller is authorized to pay from the tort defense fund all final judgments awarded in courts of competent jurisdiction to any claimant against them for acts arising out of and performed in connection with their official duties on behalf of the state.

Also enacted into law was legislation providing for Missouri's adherence to the interstate agreement on detainers and for Missouri to enter into the interstate corrections compact. The interstate corrections compact permits the Department of Corrections to cooperate with other states which adopt the compact for exchange of prisoners with other states in order to move them near their homes, to dissolve gang connections and to protect those who have

testified in court against people who later have been committed to the Department of Corrections.

Legislation was also enacted to permit the Department of Corrections to contract with nonprofit organizations for the establishment of halfway houses where persons committed to the custody of the Department of Corrections may be housed and supervised outside of regularly established correctional institutions for six months or less before release.

Also passed by the general assembly were bills to credit sentenced inmates with jail time served prior to trial and conviction and the so called "furlough bill" which authorizes the Department of Corrections to extend limits of confinement of inmates to enable them to go unescorted under certain conditions to visit relatives or attend funerals, to seek employment or engage in outside school activities as a part of their planned program.

The Department of Corrections, in cooperation with the University of Missouri at Rolla, has developed a new program for inmate education. This program which started in January

of this year (1972) involves the utilization of the facilities of the Rolla campus in providing college level instruction for carefully selected inmates. Presently, five men are on campus in Rolla attending classes on a full-time basis. In another program inmates are being bussed daily from the Algoa Reformatory to the Linn Technical Vocational School. 1972 also saw the development of another innovative rehabilitative program by the Department of Corrections. Early in 1969 a pre-parole release center was established at the Church Farm. In 1972, the provisions of this center were extended to apply to men who are not parolees, but who are nearing the completion of their sentences. Funded in part by federal grants, this program will permit inmates just prior to release to spend six weeks in the pre-release center during which time they participate in lectures, counseling sessions and study courses to prepare them for release into the communities. Of special importance is the emphasis placed on job placement.

Another program funded by a federal grant allows eight law students from the University of Missouri - Columbia to assist inmates in their legal problems two days each week.

## V. PSYCHIATRIC SERVICES FOR INMATES

The joint committee on correctional institutions and problems spent considerable time and effort in the study of the present status of the Department of Corrections programs for the furnishing of psychiatric services for inmates. A special subcommittee, under the chairmanship of Representative Guss Salley, held several meetings with representatives of the Department of Corrections and the Division of Mental Health of the Missouri State Department of Public Health and Welfare.

In April of 1970, an agreement was reached between these two agencies of state government for the provision of part-time psychiatric services for inmates. The Division of Mental Health has assigned to the Department of Corrections a psychiatric graduate who spends several days a week in various institutions of the Department of Corrections. The department refers to him inmates that they feel are mentally troubled, mentally ill, or potential psychotics. The assigned psychiatric graduate makes examinations of these inmates and submits reports to the hospital staff of the Department of Corrections. If it is indicated that a problem



exists, they follow up an individual. However, this psychiatric graduate is only assigned on a part-time basis.

In 1970, the diagnostic center of the Department of Corrections was approved by the Central Missouri State College as an intern training facility for candidates for masters degrees in clinical psychology whereby interns who complete their internship at the diagnostic center and receive a masters degree in clinical psychology from the college.

Dr. Ulett of the Division of Mental Health proposed a similar plan for psychiatrists during the hearings of the subcommittee. Presently, Dr. Ulett said, the Division of Mental Health is rotating one psychiatric resident-in-training from the Missouri Institute of Psychiatry in St. Louis for periods of three months through a program of "experience in forensic psychiatry". These physicians have had one or two years training in general psychiatry before being assigned.

In this rotation, they now spend one day a week at the penitentiary in Jefferson City, one day at the Boy's Training

School in Boonville and two days in the Biggs Building at Fulton State Hospital.

Dr. Ulett proposed to offer to one of these residents the opportunity to spend a year full-time working in forensic psychiatry. He would be based at Fulton, where the Division of Mental Health would develop, with the assistance of some outside consultants, a special training program in the area of forensic psychiatry. This resident would spend half of his time working in the penitentiary in Jefferson City. In order to fund this program, including two residents with a stipend of twenty-two thousand dollars per year, outside consultants, and the development of a teaching program, Dr. Ulett estimated that an appropriation of seventy thousand dollars would be sufficient to permit the Division of Mental Health to get the program off to a good start.

Being able to supply psychiatrists at a reasonable cost to the institutions of the Department of Corrections would give these institutions advantages much needed for additional health therapy.

## VI. RECOMMENDATIONS

1. Work should continue in the development and construction of a new maximum security prison and a study should be made by the committee relative to the proposed location of such a facility and the possibility of location of small urban centers for a work release program for inmates.

Housing of inmates who do not respond to any attempts at rehabilitation in the same facilities with persons who are capable of being returned to society as good and useful citizens represents one of the biggest roadblocks to realistic prison reform that exists in Missouri today.

The purpose of a maximum security prison is not primarily to segregate and forget those so-called hard-core prisoners that are housed in it, but rather it will permit greater flexibility in dealing with such men and will also greatly enhance the rehabilitation process for the other inmates. Through the development of a maximum security prison, separate treatment and procedures can be applied to those inmates who are genuinely capable of being

returned to society and those who have neither the desire nor the inclination to become law abiding citizens.

Present plans call for the location of the maximum security unit at Steele, Missouri. The committee does not question the wisdom of the selection of this site, but the committee does feel that a thorough study should be made as to the need for a large unit located here. It is the feeling of some members of the committee that it might be more desirable to locate a smaller unit at Steele and small urban centers for work release programs for inmates in both the Kansas City and the St. Louis metropolitan areas. The committee intends to devote much of its time and study during the forthcoming biennial to this possibility which would, if realized, help ease the return of the inmates back into society.

2. The programs of inmate education and inmate vocational training should be expanded.

With the development of the educational program in cooperation with the University of Missouri at Rolla, new horizons have opened for many inmates. After one scrape with the law, many inmates now have the chance to pick up the broken pieces of their life and

develop into useful members of society.

For those inmates who do not have the desire or the ability to pursue a college degree, the vocational training received through Linn Technical School provides a genuine opportunity for the attaining of a skill and an honest trade.

The committee believes that much more effort needs to be expended in developing a full program of teaching prisoners a trade or skill so that they will be able to earn a living upon release.

The furlough bill which was enacted this session is a great step in the right direction.

At Terminal Island, Federal Corrections Institution in California, screened prisoners are permitted to go out beyond prison walls and work at various labor jobs.

In Kansas, a similar program was instituted by the 1970 legislature. As of March of this year, fourteen persons in the Kansas prison system work at jobs on the outside, while continuing life as a prisoner.

Such a program is not only a means of easing the transition from prison to community, it also allows a man to make money to support himself and his family.

3. Improvements should be made in the program for mental health of inmates.

Consideration should be given to the program proposed by the Division of Mental Health to provide resident students in forensic psychiatry for the Department of Corrections. The seventy thousand dollar appropriation recommended for this program would be a reasonable price to pay for supplying psychiatrists to the institutions of the Department of Corrections and providing much needed mental health therapy for the rehabilitation of inmates.

4. Legislation should be enacted to establish within the Department of Corrections a separate division of review to hear inmate grievances and complaints.

House Bill No. 1283 which was introduced in the Seventy-sixth General Assembly, Second Regular Session, would have accomplished this aim. It would have provided for the appointment by the

Governor of five persons of recognized ability and experience in the field of corrections to hear the grievances or complaints from inmates about the conditions of their confinement or against any official, agent or employee of the Department of Corrections.

By providing an administrative procedure for the consideration of inmate grievances and complaints, it is hoped that the large number of law suits brought by inmates against corrections personnel can be substantially reduced.

5. A program should be developed whereby the prison record of an inmate who has served his time and has proved by his conduct that he is a reliable citizen could be expunged.

Once a man has paid his debt to society and has lived in society as a good citizen for a number of years, the "mill-stone" of a prison record should be removed. Presently, the record of a man follows him throughout his life and prevents him from leading a fully normal life. If the goal of a corrections system is rehabilitation, this step is necessary so that the former inmate can be fully and completely integrated into society.

6. In order to remove some of the sexual problems which arise in a prison society, consideration should be given to the allowing of conjugal visits to selected inmates.

Enforced celibacy within the prison population creates unwholesome mental attitudes and conditions. The possibility of homosexual activities is greatly increased by these celibacy restrictions when normal sexual outlets are denied. A practice of providing private facilities for the occupancy of the screened prisoner during conjugal visits could be developed with the Missouri system as a proper incentive for prisoners to want to continue to make strides toward rehabilitation.

7. A program of "open-ended" or indeterminate prison terms should, in part or in entirety, replace a specific set term.

This committee made this same recommendation in our previous biennial report; we renew it here.

According to leading penologists, surveys of prison records reveal that, as a general rule, prisoners who remain in prison after five years are not likely to be rehabilitated and have difficulty



living beyond prison walls within the law.

The present Missouri practice of set term sentencing in no way takes into account this established fact.

The reason we should not continue to leave sentencing in the hands of judge or jury is that neither can reasonably be expected to make a determination of when, or, if, a convicted criminal can be rehabilitated. Only after careful study during incarceration can specialists in the field make this determination. There appears to be a time in many prisoners lives when they are safe to be paroled on good behavior. It is our problem to find that time.

In many instances where parolees have failed it has been due to untrained persons who are incapable of determining or studying prisoner-potential, making or greatly influencing a parole decision.

An indeterminate sentence can act as a remarkable incentive for a prisoner who is capable of being rehabilitated to actually make strides in this direction.

At the same time, under an indeterminate sentence program, those prisoners who cannot or will not accept a law-abiding place

in society remain in prison where they can no longer further damage society. From the standpoint of the need of society to be protected, this latter feature can provide the means in which we can apply a positive brake on the release of hard-core criminals.

In order to implement such a program of indeterminate sentences the size of the parole board must be increased sufficiently to permit close in-depth studies of convict behavior, with the emphasis on studies conducted during the first five years of incarceration.

8. The court should be permitted to sentence a person already under a sentence either to consecutive or concurrent terms.

Under present law, a person sentenced to the Department of Corrections and convicted of an offense committed while under that sentence must serve the remainder of his existing sentence before the new sentence commences. Senate Bill No. 441 would have required the prosecuting attorney to advise the court of existing sentences before the court renders judgment. The court would have the option of imposing the new sentence to run consecutive to or concurrent with prior sentences. This would give the court priority in

sentencing as well as having the effect of not slamming the door on the possibility of eventual parole for the inmate.

The committee recommends that Senate Bill No. 441 or a similar bill be passed.

9. The one dollar per day limitation on the amount a prisoner can be paid for work performed during his confinement should be eliminated.

A one dollar a day limit on the compensation which can be paid an inmate under the law for his work is totally unrealistic in modern times. Because many inmates have no other source of money, this "earned salary" is all that is available for him to purchase items such as tobacco and candy that make his confinement a little more bearable. It is also impossible with this limitation for a prisoner to save any funds for the day when he will be released. Some money will be necessary until he is able to be gainfully employed. Lack of such funds may contribute to the early return of released prisoners.

10. A person committed to the Department of Corrections,  
should have access to the courts to protest administrative rules,  
and decisions under Chapter 536, RSMo.

Presently a person committed to the Department of Corrections loses all his civil rights. Fundamental rules of fair play and the right to due process would seem to require that, even if he has lost his civil rights, a prisoner should have some redress against what he considers an unfair administrative rule or decision. Senate Bill No. 444 would have provided for this. The committee recommends the passage of this or a similar bill.